

Gaining from Migration

TOWARDS A NEW MOBILITY SYSTEM

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DEVELOPMENT CENTRE OF THE ORGANISATION
FOR ECONOMIC CO-OPERATION AND DEVELOPMENT

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Executive Summary

A Set of Migration Policy Proposals for Europe

Europe will, on current trends, come to rely ever more on immigrants to balance supply and demand in labour markets, and more generally to fuel economic growth, as spelled out in the European Union's Lisbon Agenda. International migration to Europe likewise has the potential to promote economic development in the migrants' countries of origin, thereby serving European countries' development co-operation objectives as well.

New Migration Thinking for a New Century (Chapter 2)

Contrary to conventional wisdom, the goals of the key stakeholders in international migration — societies of origin, destination and migrants themselves — are not necessarily at odds. To be sure, there are trade-offs, but partnerships among the players promise better capacity to maximise the benefits and reduce the risks associated with international migration. In pursuit of meaningful partnerships, governments in migrant sending and receiving countries alike must undertake difficult policy reforms, and they must also, in consultation with their constituents, develop new ways of thinking about the migration phenomenon. In many cases, policy reform and rebuilding public confidence will work hand in hand: for example, combating illegal and irregular migration is a necessary policy objective, but will simultaneously recapture control of how European public opinion perceives the migration process.

On the basis of the extensive analysis of the Gaining from Migration project, this report lays out a set of policy proposals that can help European countries and migrants' countries of origin alike to reform the management of the emerging labour mobility system. The report makes detailed proposals in four general domains: policies for European labour markets; policies for social integration of immigrants in Europe; development co-operation policies

that affect migrants' countries of origin; and initiatives for encouraging and mobilising diaspora networks.

Our general message is that the new system should not be thought of as an *immigration* system at all: instead, it should be conceptualised as an emerging system of international labour mobility. Those that govern the new mobility system should be willing to shape it. Specifically, they need to:

- make clear to migrants what is expected of them and what they can expect;
- be willing to explain the logic and rationale of immigration policies to the electorate and defend the new system against its detractors;
- engage with migrants and their countries of origin as genuine partners in governing the mobility system; and
- be willing to adjust immigration postures to reflect both changing circumstances and the results from ongoing evaluations.

Migration and Employment: Labour Market Access Policies (Chapter 3)

The demand for labour provided by both highly and low- or semi- skilled immigrants will likely continue to increase in Europe. These different types of migration call for a range of policies governing access to European labour markets — policies that must be transparent, responsive and cohesive.

This report makes four sets of proposals related to labour-market access.

- First, a new mobility system will require the development of an integrated migration monitoring system to provide effective monitoring of flows. Only then can those migrants and employers who follow the rules be rewarded with continued access to the mobility system.
- Second, labour-market access policies should facilitate circular migration for those workers in critical occupational categories who do not aim for permanent residence.
- Third, harmonisation across Europe must provide uniform access to labour markets in every country, for defined categories of skilled workers.
- Fourth, labour-market and citizenship policies must be attractive to those workers — highly skilled or not — needed in European labour markets and who seek eventually the security and stability of permanent residence and citizenship.

Migration and Social Cohesion: Enabling Integration (Chapter 4)

During the second half of the 20th century, European countries became increasingly pressed to integrate immigrants into the life of European societies, but the resources devoted to this enterprise were not always sufficient to the task. Today, integration is viewed as the totality of policies and practices that allow societies to close the gap between the performance of natives and immigrants (and their descendants).

Policy makers face three immediate priorities in the pursuit of this goal.

- First, European countries must provide fair and equal access to the labour market at the earliest point in the immigration experience for all migrants and their family members; economic integration is the surest determinant of social integration.
- Second, European countries must provide access to the educational system, and to specialised language and other classes, at the earliest possible stage in the immigration experience for all family members.
- Third, European countries must seek ways to enable the fullest participation of immigrants in the political and social life of their new country.

Migration and Development: Partnerships for Mobility Management (Chapter 5)

Migration to European countries can promote economic and social progress in migrants' home countries, but only if the process is better managed – by European countries, and by the sending countries as well.

In this light, this report makes four general policy recommendations.

- First, European countries must revisit their migration policies with an eye to ensuring that these policies are consistent with their development co-operation goals, and that developing countries derive greater benefits from migration flows.
- Second, developing countries are encouraged to mainstream migration and remittance dimensions into their national development strategies, especially their poverty reduction strategy papers; European countries, in the context of their development co-operation policies, can help build capacity and provide other forms of assistance to developing countries in this area.

- Third, the organisational structures for migration management must be reformed both at the national and EU levels, in order to promote better mechanisms for communication and consensus building across ministries and directorates.
- Fourth, the EU and its member states should pursue greater coherence across different policy domains and generate greater synergies across migration, trade (including trade in services), security and development policies; this coherence extends, in line with the EU's Consensus on Development, to policies affecting employment, decent work and the social dimensions of globalisation.

Encouraging Diaspora Networks (Chapter 6)

Diaspora networks straddle countries of origin and countries of destination in a meaningful way, and can play a productive role in improving labour market outcomes, promoting social and economic integration, and contributing to economic development in sending countries.

The report makes three concrete proposals regarding diaspora networks.

- Substantial support — financial and technical — should be provided to migrant organisations and networks in a fair and transparent way.
- Migrants' organisations must be incorporated into the policy-making progress to improve labour market, integration and development co-operation policies.
- Co-development policies in particular, which mobilise the resources and skills of members of diaspora networks, should be deepened to improve the effectiveness of development co-operation.